



Department of Public Safety and Correctional Services

Maryland Commission on Correctional Standards

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MONTGOMERY COUNTY PRE-RELEASE CENTER

AUDIT REPORT

MAY 24, 2012

An audit of the Montgomery County Pre-Release Center (MCPRC) was conducted on February 14-16, 2012 by Commission staff and two Duly Authorized Inspectors. The Final Report and attached Compliance Plan were approved by the Commission on Correctional Standards at its meeting on May 24, 2012.

SUMMARY

The Montgomery County Pre-Release Center, located in Rockville, Maryland houses sentenced male and female offenders. The facility is a structured residential treatment setting under the management of Pre-Release Services Division Chief Stefan LoBuglio. He reports to the Director of Montgomery County Department of Correction and Rehabilitation, Arthur Wallenstein.

AUDIT RESULTS

After a thorough review of the required documentation, the facility was found to be in substantial compliance with the standards for Adult Community Correctional Facilities. The identified deficiencies are:

- **Quarterly inspections were not conducted of security equipment, during the period of May 2009 through February 2012, as required by the standard.**
- **Issue and return records for radios were not available for the period of May 2009 through February 2012, as required by the standard.**
- **Daily inventories of facility keys stored in the key watch box were not conducted nor maintained, during the period of May 2009 through February 2012, as required by the standard.**

- **Annual facility searches of specific areas, such as the kitchen and classroom areas were not conducted nor documented for 2010 and 2011 of the audit period, as required by the standard.**
- **Vehicle searches were not conducted nor documented for 2010 and 2011 of the audit period, as required by the standard.**
- **Quarterly fire drills were not conducted for the audit period in the 1st quarter, 2nd quarter, and 4th quarter of 2012 and the 2nd quarter and 4th quarter of 2011, on each shift during the audit period, as required by the standard.**
- **Weekly inventories of controlled dangerous substances were not conducted during the period of January 2010 through February 2011, as required by the standard.**
- **Records were not available to demonstrate the handling of personal medication of newly admitted inmates nor did Policy 2000-46, Coordination and Control of Medication, govern the management upon receipt and release of the inmate's personal medication, during the entire audit period.**
- **Weekly Facility Sanitation Inspections were not conducted nor records maintained; for the periods of May 2009 through June 2009, March 2010 through May 2011, August 2011 through February 2012, as required by the standard.**
- **The MCPC Property Inventory and Release form was not provided to the residents after confiscation of the resident's property during the majority of the audit period, as required by the standard.**
- **Bi-annual inventories of property retained by the facility were not conducted nor documented during the period of May 2009 through February 2012, as required by the standard.**
- **Records for the inmate receipt of legal mail were not available for the period of May 2009 through February 2012, as required by the standard.**

AUDIT PROCESS

The pre-audit materials were submitted as requested and they were reviewed at the MCCS office, prior to the audit. The majority of the secondary documentation was well organized in binders in the conference room where the review took place. Staff remained available to answer questions and provide assistance as needed, during the audit. The administration and staff were well receptive to the auditors' comments and advice regarding improvements with the documentation in order to assist them with substantiating compliance with the standards in the future.

The policies and procedures are clearly written, comprehensive, and address all areas of the facility operations. The emergency plans and the resident guidebook are instructional, informative and meet the needs of staff, residents and the local community.

FACILITY TOUR

The facility was in good condition on the days of the audit. The tour was conducted by two groups of auditors and staff. There were issues, noted by the auditors, regarding sanitation and maintenance in the Housing Units. The staff and residents addressed the sanitation areas and completed the prior to the conclusion of the audit. Several of the issues that were cited from the tour will require additional time for the County's Department of General Services to complete; therefore, a listing and copies of work orders of the areas were provided for the repairs. The auditors noted the following concerning specific areas in the facility: replace ceiling tiles, thermostat covers, bathroom tiles and floor tiles, install lights, repair holes in the walls and bathrooms, paint in areas with peeling paint and complete telephone upgrades. Although there were some observable improvements with sanitation in the housing units, staff must consistently enforce sanitation procedures to ensure that the inmates maintain sanitary living areas.

CONCLUSION

The Maryland Commission on Correctional Standards will conduct a **monitoring visit** to assess compliance of the eight noncompliant standards from the initial audit on **Tuesday, December 11, 2012 at 10:00 a.m.** Once compliance has been determined, the Montgomery County Pre-Release Center may be recommended for the Recognition of Achievement Award.

In conclusion, the staff at the Montgomery County Pre-Release Center is committed to the Standards of the State of Maryland. The management and staff recognize the importance of the audit process to ensure the safety of staff, residents and the community. The county administration is encouraged to maintain its support and continue to provide the resources needed to assist this facility in obtaining total compliance with the standards.

MONTGOMERY COUNTY PRE-RELEASE CENTER

COMPLIANCE PLAN

COMPLETION DUE DATE: **December 1, 2012**

MONITORING VISIT DATE: **December 11, 2012 at 10:00 a.m.**

Non-Compliance Standards	Deficiencies Noted	Corrective Action Needed
.01 D (3,6) Security Equipment	Quarterly inspections were not conducted of security equipment, during the entire audit period of May 2009 through February 2012, as required by the standard. Issue and return records for radios were not available for the entire audit period of May 2009 through February 2012, as required by the standard.	Quarterly inspections of security equipment must be conducted for the entire audit period, as required by the standard. Issue and return records for radios must be available for the entire audit period, as required by the standard.
.01 K (3) Key Control	Daily inventories of facility keys stored in the key watch box were not conducted nor maintained for the audit period of May 2009 through February 2012, as required by the standard.	Daily inventories of facility keys stored in the key watch box must be conducted and documentation maintained for the entire audit period, as required by the standard.

MONTGOMERY COUNTY PRE-RELEASE CENTER

COMPLIANCE PLAN

COMPLETION DUE DATE: **December 1, 2012**

MONITORING VISIT DATE: **December 11, 2012 at 10:00 a.m.**

Non-Compliance Standards	Deficiencies Noted	Corrective Action Needed
.01 H (2, 5) Search Procedures	Annual facility searches of specific areas, such as the kitchen and classroom areas were not conducted nor documented for 2010 and 2011 of the audit period, as required by the standard. Vehicle searches were not conducted nor documented for 2010 and 2011 of the audit period, as required by the standard.	Annual facility searches of specific areas, must be conducted and documented for the entire audit period, as required by the standard. Vehicle searches must be conducted and documented for the entire audit period, as required by the standard.
.02 C (5) Disaster Plans	Quarterly fire drills were not conducted for the audit period in the 1 st quarter, 2 nd quarter, and 4 th quarter of 2012 and the 2 nd quarter and 4 th quarter of 2011, on each shift during the audit period, as required by the standard.	Quarterly fire drills must be conducted on each shift for the entire audit period, as required by the standard.

MONTGOMERY COUNTY PRE-RELEASE CENTER

COMPLIANCE PLAN

COMPLETION DUE DATE: **December 1, 2012**

MONITORING VISIT DATE: **December 11, 2012 at 10:00 a.m.**

Non-Compliance Standards	Deficiencies Noted	Corrective Action Needed
.02 J (3, 4, 5) Control of Medications	Weekly inventories of controlled dangerous substances were not conducted during the period of January 2010 through February 2011, as required by the standard.	Weekly inventories of controlled dangerous substances must be conducted and documented for the entire audit period, as required by the standard.
	Records were not available to demonstrate the handling of personal medication of newly admitted inmates nor did Policy 2000-46, Coordination and Control of Medication, govern the management upon receipt and release of the inmate's personal medication, during the entire audit period.	Records must be available to demonstrate the handling of personal medication of newly admitted inmates for the entire audit period, and Policy 2000-04, must govern the management upon receipt and release of the inmate's personal medication, as required by the standard.
.04 B Weekly Facility Sanitation Inspections	Weekly Facility Sanitation Inspections were not conducted nor records maintained; for the periods of May 2009 through June 2009, March 2010 through May 2011, August 2011 through February 2012, as required by the standard.	Weekly Facility Sanitation Inspections must be conducted and records maintained for the entire audit period, as required by the standard.

MONTGOMERY COUNTY PRE-RELEASE CENTER

COMPLIANCE PLAN

COMPLETION DUE DATE: **December 1, 2012**

MONITORING VISIT DATE: **December 11, 2012 at 10:00 a.m.**

Non-Compliance Standards	Deficiencies Noted	Corrective Action Needed
.04 I (2,4) Inmate Property Management	The MCPC Property Inventory and Release form was not provided to the residents after confiscation of the resident's property during the majority of the audit period, as required by the standard.	The MCPC Property Inventory and Release form must be provided and given to residents upon confiscation of their property during the entire audit period which includes a listing of all property confiscated, as required by the standard.
	Bi-annual inventories of property retained by the facility were not conducted nor documented during the period of May 2009 through February 2012, as required by the standard.	Bi-annual inventories of property retained by the facility must be conducted and documented for the entire audit period, as required by the standard.
.05 C (3) Legal Matters	Records for the inmate's receipt of legal mail were not available for the period of May 2009 through February 2012, as required by the standard.	Records for the inmate's receipt of legal mail must be available for the entire audit period, as required by the standard.

Audit Activities

1. Facility:

Montgomery County Pre-Release Center

Date(s):

February 14-16, 2012

2. Audit Team Members:

Code	Name	Title/Rank	Affiliation
A	Veronica Moore	Assistant Executive Director/ATL	MCCS
B	Cheryle Moyer	Sr. Correctional Program Specialist	MCCS
C	Hartley Aligbeh	Correctional Program Specialist	MCCS
D	Tyrone Mabson	Auditor	MCCS
E	Otis Merritt	Auditor	MCCS
F	Brian Hammonds	Sergeant	WCI
G	Charles Mercer	Sergeant	FCDC

3. Assigned Standards:

E	.01	Security and Inmate Control	G	.05	Inmate Rights
A, B, C	.02	Inmate Safety	D	.06	Classification
C	.03	Inmate Food Services	D	.07	Hearings
F.	.04	Inmate Housing and Sanitation	D, G	.08	Administrative Record Keeping

4. Team Arrival/Departure Times:

Date: February 14-16, 2012 Team: A-G Arrival: 9:00 a.m. Departure: 4:30 p.m.

5. Entrance Interview: Date: February 14, 2012 Audit Team Members Present: A-G
Facility Staff Present: Director Arthur Wallenstein, Division Chief Stefan LoBuglio, Audit Coordinator Carla Rhodes, Deputy Chief of Security Ben Stevenson, Acting Deputy Chief of Programs Tina Michaels, Health Services Administrator Anthony Sturgess and other invited staff.

6. Tour Groups: 2

Date(s): February 14, 2012

Time: 9:45 a.m. – 12:00 p.m.

Audit Team Members: A-G

Escorts: Chief Stefan LoBuglio, Deputy Chief of Security Ben Stevenson and Resident Supervisor Mark Myrick.d

7. Inmate Interviews:

Date: February 14, 2012

Time: 10:00 a.m. – 10:55 a.m.

Audit Team Member(s): E

Location: Conference Room

Characteristics:

Males: 5

Females: 1

8. Staff Interviews:

Characteristics:

Males: 5

Females: 4

Security: 2

Admin: 2

Medical: 3

Support: 3

Other: 0

9. Exit Interview:

Date: February 16, 2012

Time: 4:00 p.m.

Audit Team Members Present: A-G

Facility Staff Present: Director Arthur Wallenstein, Division Chief Stefan LoBuglio, Deputy Chief of Security Ben Stevenson, Acting Deputy Chief of Programs Tina Michaels, Health Services Administrator Anthony Sturgess, Audit Coordinator Carla Rhodes and other invited staff.

Descriptive Outline

- A. FACILITY: Montgomery County Pre-Release Center
- B. CATEGORY: Adult Community Correctional Facility
- C. ADMINISTRATIVE AUTHORITY: Arthur Wallenstein, Director, Department of Correction and Rehabilitation
- D. MANAGING OFFICIAL: Stefan LoBuglio, Division Chief of Pre-Release and Reentry Services Division
- E. AUDIT COORDINATORS: Karla Rhodes, Accreditation Coordinator and Ben Stevenson, Deputy Chief of Security and Facility
- F. STAFFING PATTERNS (as of this date): C for contractual; PT for part-time

Rank/Title Vacancies	#Positions	#Pending MCTA	Male	Female	Minorities
1. Administrative Personnel					
A. Chief	1		1		
B. Deputy Chief of Security and Facility	1		1		
C. Deputy Chief of Programs and Services	1		1		1
D. Reentry Services Manager	1			1	
2. Security Personnel					
A. Resident Supervisors	28		18	7	23

Rank/Title	#Positions	#Pending MCTA	Male	Female	Minorities	Vacancies
3. Treatment Personnel						
A. Case Managers	10		6	0	4	2
B. Work Release Coordinators	3		1	2	2	
C. Reentry Assessment Specialists	2		1	1	1	
D. Other						
4. Support Personnel						
A. Cook/Dietary	4		2	2	3	
B. Clerical	3			3	2	
C. Accountant/Fiscal Assistant	2			2	1	
5. Medical Personnel						
A. Physicians	Cntrc		1		1	
B. Nurses (R.N., L.P.N)	1			1	1	

C. PROGRAM/SERVICES:

1. Self-Help Activities	#Participants	Frequency/Schedule
A. Inmate Council	0	
B. Substance Abuse Counseling	8	One time a week
C. Mental Health Counseling/Therapy/ Psychologist/Psychiatrist	3	One time per week
D. Twelve-Step Alcoholic/Narcotics Anonymous	19	1-2 times a week
E. Parenting	3	One time per week
F. Domestic Violence Counseling	5	One time per week
G. Drug Court	7	One time per week
H. Sex Offender Treatment	4	One time per week
I. Montgomery Work (Job Development)	28	One time per week
J. Digital Literacy (Computer skills)	12	One time per week
K. Conflict Resolution	2	One time per week
L. RDAP (Federal Drug Treatment Program)	2	One time per week
M. Couples/Family Counseling	1	One time per week

2. General Privileges

A. Library	as requested in the community
B. Commissary	Not Applicable
C. Visiting	available daily for all inmates
D. Telephone Use	available daily for all inmates
E. Mail	available daily for all inmates
F. Exercise: Indoor	as requested in the community
Outdoor	as requested in the community
G. Basketball Court on Site	available daily for all inmates
Games	available daily for all inmates
TV/VCR	available daily for all inmates
Radios	available daily for all inmates
H. Other	available daily for all inmates

3. Institutional Programs/Trusty Assignments	#Participants	Frequency/Schedule
A. Sanitation	2	Monday-Friday
B. Laundry		
C. Kitchen	16	Daily
D. Commissary		
E. Other		

4. Off-Site Programs/Work Crews	#Participants	Frequency/Schedule
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Adult Community Correctional Facilities

H. <u>INMATE POPULATION</u> (as of):	February 2012	Differences [†]
1. Operating Capacity	200	200
2. Males	137	-8
3. Females	7	-2
4. Total	145	-9
5. Held for Other Jurisdictions	0	-43
6. Out to Other Jurisdictions	0	0
7. Special Confinement	0	0
8. Special Confinement		
a. Disciplinary Detention	0	0
b. Administrative Segregation	0	0
c. Protective Custody	0	0
d. Medical Isolation	0	0
9. Hospital/Infirmary	0	
10. Inmate Characteristics:		
a. Average Age	34 Years	
b. % of Minorities	63.8%	
c. Predominant Charges/Offenses	Alcohol/Drug/VOP	
d. Average Sentence Length		93 Days
11. Work Release	<u>120</u>	- <u>34</u>
12. Other:		

Physical Plant

The Montgomery County Pre-Release Center is a 173-bed community correctional facility located in Rockville, Maryland. Owned and operated by Montgomery County, the Center was built in 1978 with 104-beds. In the 1980s, it was expanded to add additional beds for female residents, and in 1991, an additional 48-bed male housing unit was built. The Center occupies approximately 55,000 square feet, and is situated on almost 2 acres of County land. The design of the two story-building incorporates brick and glass construction. The landscaped grounds include a central courtyard with picnic table for visiting, a basketball court, and off street parking for residents, staff and visitors.

The Pre-Release Center is divided into four distinct housing units, an administration area and common areas. Each unit consists of rooms with one to three occupants. Bathrooms with porcelain toilets, showers and washbasins are located between most rooms. The main housing units are as follows: Unit 1 houses up to 31 female offenders; Unit II and II house up to 46 male offenders each; Unit IV was added to the facility in 1991 and houses up to 50 male offenders.

Each housing unit contains a large game/television area, visiting lounge, telephone and vending machine area, miscellaneous supply/storage mechanical rooms, a control center (Resident Supervisors office), records room, group meeting room and staff offices. Each housing unit also has an exterior patio with tables and chairs. Each housing unit is equipped with laundry facilities.

The administrative area is located in the front of the building behind the visiting desk, and houses the offices of the Division Chief, the Deputy Chief of Security and Facility, the Division's Office Service Coordinator, a Principal Administrative Assistant.

The common areas include a large entrance lobby, a spacious dining area and a well-equipped kitchen, and two rooms and one office used to support residents obtain employment and to teach them digital literacy skills. The Career Resource Center was developed in 2006 and is equipped with 10 internet-accessible computers. It adjoins an office used by the Work Release Coordinator who assists in supervising the Center and providing assistance to residents. The office has two computers for use by residents. Finally, in 2011, PRRS developed a Technology Classroom with 13 computers that is used as an employment search resource as well as for classroom instruction for residents. Combined, the Career Resource Center, the Technology Classroom, and the Work Release Coordinator Office provide offenders with a structured setting in which to develop resumes and apply for employment on-line while under director staff supervision at all times.

The common areas also includes a corridor that connects units I, II, III, and IV, and that provides access to a small administrative conference room, a moderate classroom (called the "Blue Room"), a medical office and exam room, a multi-purpose classroom, accounting office, records room, administrative staff offices, storage rooms and maintenance rooms. Along one end of the outdoor basket court is a modular classroom which was installed in 2003. The classroom provides the facility with additional space for programs and classes, training, staff meetings and the Community Advisory Board.

The basement has a boiler room and other storage space. The facility is equipped with a comprehensive fire protection system including enunciator panels, smoke detectors, sprinklers, automatic door releases, fire extinguishers and evacuation plans. The system was fully upgraded in 2010/2011. In 2007, a comprehensive camera surveillance system was installed at the Pre-Release Center allowing staff to monitor foot traffic and select areas of the facility and its perimeter. The system consists of thirty-two cameras and a digital recording system, and images can be viewed on all of the computers at the center.

Significant Changes

A. Staffing

During this audit period, PRRS has had significant staffing and organizational changes.

1. Due to county-wide fiscal cutbacks between FY'08 -12, PRRS' budget was reduced 20% and the Division eliminated nine positions. The eliminated positions included six Supervisory positions (two Unit Managers, three Community Release Coordinators, and one Facility Manager), two Case Managers positions, and one Administrative Assistant.
2. The staff reductions, particularly the two Unit Manager positions, resulted in a significant restructuring of the Division, and the abandonment of Unit Management. The two remaining Unit Management positions were reworked and re-titled. One became the Deputy Chief of Security and Facility and oversees the 28 resident supervisors. The other Unit Management position became the Deputy Chief of Programs and Services and oversaw all case managers and work release coordinators. In November 2011, the organizational structure was refined, and the Assessment and Quality Services Manager (AQSM), who had previously reported directly to the Chief, was reworked and re-titled as the Reentry Services Manager (RSM). The RSM oversees the 10 case managers and 3 Work Release Coordinators and reports to the Deputy Chief of Programs and Services. The Reentry Assessment Specialists, who had previously reported to the AQSM, now report to the Deputy Chief of Program and Services. This latter change was made to provide greater and more consistent supervision over the Work Release Coordinators and the Case Managers.
3. In January 2012, six Resident Supervisor III (RSIII) positions were created in collaboration with Montgomery County Government Employees Organization (MCGEO) and replaced six Resident Supervisory II positions. The creation of these higher-level positions will allow the Pre-Release Center to have a RS III on staff on all shifts to ensure that Resident Supervisors perform their duties, and will take the lead in all emergency and staffing issues.
4. Correctional Specialist II (CSII) Classification Study: PRRS in collaboration with MCGEO is actively supporting a reclassification study of the Case Manager position to reflect the greater authority and decision making requirements of the position since the abolition of Unit Management in FY'11.
5. In July 2009, Nurse Practitioner position was created to replace Nursing position. The Nurse Practitioners can attend to the basic nursing needs of patients, but also have authority to diagnose, manage and treat health issues. The new position allows the Department to provide a higher level of care at lower costs by reducing our reliance on contract physicians. However, the Division has been unable to find a Nurse Practitioner to fill this position, and it is currently filled with a Registered Nurse. A Nurse Practitioner from the Department does work 3 hours a week to assist the nurse.

In October 2009, PRRS created a position as part of the county's Customized Employment Public (CEP) Intern Project. The CEP Project was created to address the challenges recognized by the County that people with disabilities often have difficulty accessing County government positions. In these challenging fiscal times, the DOCR has proactively sought to identify resources outside of the Department's budget that might assist us to carry our mission.

B. Programs/Services

1. In June 2011, PRRS implemented a Digital Skill Training Class for all incoming residents, and offered them further training opportunities to develop their skills in computers and technology that could assist them in their future careers. Funded by a Federal Second Chance Act Grant, the award allowed the Division to develop a state-of-the art Technology Classroom and to partner with Montgomery College and the organization that operated the County's One-Stop Career Center.

2. Welcome Home National Award: The Prison Outreach Ministry/Welcome Home Reentry program received national recognition by the Defendant/Offender Workforce Development (DOWD) Conference for its successful partnership with the PRRS. The program was selected to receive the Migdalia "Miggie" Baerga-Bufler Award which recognizes a faith or community-based organization that promotes offender workforce development through partnerships with local, state or federal agencies, and advocates for policies and practices that support successful reentry.

3. The DOCR was selected as one of two correctional systems in the country to participate in a Family Reentry Grant: federally funded grant program designed to further the involvement of family members in the reentry process. Run by the New York-based Vera Institute with funding from the USDOJ's Bureau of Justice Assistance, the "Close to Home Initiative provided staff members from PRRS and MCCF with additional tools and training developed over the past decade by the New York-based Family Justice organization.

4. Winning Fathers Program: This program, provided by the County's HHS Child Welfare Services closed out a five-year grant exceeding all of its enrollment targets. Overall, the program served over a 100 PRC residents and provided three different programs called Healthy Relationships, Parenting, and Economic stability.

5. Probation Orientation: Beginning 10/21/11, Parole and Probation Agent Sherrie Crowe began providing a seminar entitled "keys to success on community supervision" to all new residents on Fridays at 9am. This seminar will provide information for residents related to parole and probation.

C. Inmate Population

In 2009, the Maryland Division of Correction (DOC) terminated its contract with PRRS to house state inmates at our Pre-Release Center.

D. Physical Plant

1. **Fire Alarm System:** The County's Department of General Services (DGS) funded a project to upgrade the center's fire alarm system. The new system will have smoke/heat detectors in all rooms and locations in the building, and will provide audible and visual notification of alarms.
2. In 2001, under the Second Chance Act, PRRS developed a state-of-the-art computer lab that uses a Smartboard TM to teach computer skill related courses. In conjunction with Montgomery College, PRRS residents can take several types of Digital Literacy courses.

E. Major Equipment Purchases

1. **Generator:** DGS arranged the installation of two new back-up generators for PRRS. The first generator powers basic life/safety systems in the building. The second generator provides enhanced back-up of additional lighting, HVAC, and security equipment.

F. Future Plans

1. Full implementation of a new Management Information System at PRRS
2. Improve reentry services and programs to clients
3. Improve community-based mental health services and resources for clients
4. Implement RS III position (described above)
5. Update policies and procedures to reflect new organizational changes
6. Update kitchen equipment.